

Report of Handling for Application 25/01240/FUL

Item 3

3rd February 2026

ADDRESS:	13 Royal Terrace Glasgow G3 7NY
PROPOSAL:	Sub-division of flatted dwelling to form 2no flatted dwellings.
DATE OF ADVERT:	8 August 2025
NO OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED	None received.
PARTIES CONSULTED AND RESPONSES	None required.
PRE-APPLICATION COMMENTS	No pre-application advice was sought.
EIA - MAIN ISSUES	NONE
CONSERVATION (NATURAL HABITATS ETC) REGS 1994 – MAIN ISSUES	NOT APPLICABLE
DESIGN OR DESIGN/ACCESS STATEMENT – MAIN ISSUES	NOT APPLICABLE
IMPACT/POTENTIAL IMPACT STATEMENTS – MAIN ISSUES	NOT APPLICABLE
S75 AGREEMENT SUMMARY	NOT APPLICABLE
DETAILS OF DIRECTION UNDER REGS 30/31/32	NOT APPLICABLE
NPF4 POLICIES	<p>The National Planning Framework 4 (NPF4) is the national spatial strategy for Scotland up to 2045. Unlike previous national planning documents, the NPF4 is part of the statutory Development Plan and Glasgow City Council as planning authority must assess all proposed development against its policies. The following policies are considered relevant to the application:</p> <p>Policy 1 Tackling the climate and nature crisis Policy 2 Climate mitigation and adaptation Policy 7 Historic assets and Places</p>
CITY DEVELOPMENT PLAN POLICIES	<p>The City Development Plan consists of high-level policies with statutory Supplementary Guidance. The following policies were considered when assessing the application:</p> <p>CDP1: The Placemaking Principle CDP2: Sustainable Spatial Strategy CDP9: Historic Environment SG1: The Placemaking Principle Part 2. SG9: Historic Environment</p>
OTHER MATERIAL CONSIDERATIONS	Category 'B' Listed Building Park Conservation Area

REASON FOR DECISION	The proposal was not considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's variance with the Development Plan.
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Comments

Planning History	<p>Development Management</p> <p>03/03195/DC Internal and external alterations to listed building Withdrawn on 22.06.2004</p> <p>03/03196/DC Sub-division of flat and office to form two self-contained flats Withdrawn on 22.06.2004</p> <p>07/00692/DC Subdivision of ground floor and basement flat to form two flats Grant subject to conditions on 19.06.2007</p> <p>07/00729/DC Internal and external alterations to listed building Grant, subject to conditions on 20.07.2007</p> <p>17/02189/DC Erection of outbuilding, infill works to garden wall and associated tree works Grant, subject to conditions on 13.10.2017</p> <p>17/02190/DC Erection of outbuilding and infill works to garden wall Grant, subject to conditions 13.10.2017</p> <p>17/02191/DC T430 and T431 and neighbouring tree NT1 - Encroachment of concrete foundation for new building - root loss calculated at >10% for each tree Withdrawn on 31.08.2017</p>
Siting	<p>The application site is a flatted dwelling located at the ground floor level of a three storey with basement tenement built around 1845. The site is part of the Category 'B' Listed terrace at 1-20 (inclusive numbers) Royal Terrace.</p> <p>The site is located within Park Conservation Area.</p>
Design and Materials	The proposal is for a subdivision of the flatted dwelling which occupies the ground floor into two flatted dwellings.
Daylight	N/A
Aspect	N/A
Privacy	N/A
Adjacent Levels	N/A
Landscaping (Including Garden Ground)	N/A
Access and Parking	N/A
Site Constraints	<p>Category 'B' Listed Building</p> <p>Park Conservation Area</p>
Other Comments	<p><u>Assessment of Planning Application</u></p> <p>When an application is made, it shall be determined in accordance with the Development Plan unless material considerations dictate otherwise.</p> <p>The issues to be taken into account in the determination of this application are therefore considered to be:</p> <p>a) whether the proposal accords with the statutory Development Plan;</p> <p>b) whether any other material considerations (including objections) have been satisfactorily addressed.</p>

In respect of (a), the Development Plan comprises NPF4 adopted on the 13th of February 2023 and the Glasgow City Development Plan adopted on the 29th of March 2017.

NATIONAL PLANNING FRAMEWORK 4, ADOPTED 2023

Policy 1 and Policy 2

These policies are two overarching policies which should be considered for all developments. They seek to encourage and promote development addressing the global climate and nature crisis as well as minimising emissions.

Policy 7 – Historic Assets and Places

The intent of the policy is to protect and enhance historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places.

c) Development proposals for the reuse, alteration or extension of a listed building will only be supported where they will preserve its character, special architectural or historic interest and setting. Development proposals affecting the setting of a listed building should preserve its character, and its special architectural or historic interest.

GLASGOW CITY DEVELOPMENT PLAN, ADOPTED 2017

Policies CDP 1 (The Placemaking Principle) and CDP 2 (Sustainable Spatial Strategy) are overarching policies which, together with their associated Supplementary Guidance, must be considered for all development proposals to help achieve the key aims of the City Development Plan.

CDP1 & SG1 Placemaking Principle

CDP1 seeks a holistic, design-led approach to development. SG1 Placemaking Principle Part 2 has detailed guidance which is relevant to this proposal.

Subdivision of Flats - Single Floor Flats:

As well as permanently removing larger units from the housing stock, the sub-division of flats within tenements and terraces places increased pressure on parking and communal facilities, such as refuse disposal and private amenity space. This is to the detriment of the residential amenity of neighbours and the surrounding area.

Proposals for the sub-division of single floor flats will only be acceptable where applicants can demonstrate one or more of the following:

- i. The proposal forms part of a comprehensive refurbishment of the entire building or group of buildings.*
- ii. The property has been actively marketed as a single self-contained flat, without successful sale (applicants will be expected to provide evidence that the flat has been marketed in the Glasgow Solicitors' Property Guide, or an estate agent's list, for at least 6 months, and to provide copies to the Council of any offers received in that period).*
- iii. The repair/refurbishment costs for the flat are so great as to necessitate the intensification of residential use (applicants will be asked to submit details of the costs of refurbishment).*

Officer's Comments

The proposed subdivision of the single floor flat has been assessed against the relevant policy. No details regarding the shared amenity area and new refuse/ recycling arrangements resulting from the proposed subdivision have been provided. The absence of information to that regard means that the impact of residential amenity cannot be assessed.

The development does not meet the criteria set out in the policy to justify the subdivision. The proposal is not a comprehensive refurbishment of the entire building.

No evidence of the property being marketed as self-contained flat without successful sale has been submitted. The subdivision has not been justified against the cost of repair/ refurbishment of the entire flat over the intensification of the use.

Local Area Policies

PARK CONSERVATION AREA *This former residential area was almost totally converted to office use by the end of the 20th century, with many of the former rear gardens converted to private car parks, open to the rear lanes. In the last 20 years however there has been a steady conversion of office premises back to residential use, with buildings subdivided into flats or used as individual homes. This outstanding Conservation Area contains the nationally significant Woodlands Hill Group of listed buildings and is laid out in terraces which are mainly A or B listed, often with interiors of exceptional quality.*

The Council will expect proposals to make minimal disruption to the internal fabric with restoration of the interiors and retention/ reinstatement of original proportions, wherever possible. Applicants will also be required to address the improvement of the townscape of the rear lanes, with solid boundaries reinstated and limited parking in the rear garden areas. The importance of the conservation aspects, and the physical limitations imposed by the quality of interiors, mitigates against intensive subdivisions of buildings within the Park Conservation Area and the Council will limit subdivision to the following number of flats:

- *a maximum of 2 dwellings in a 4-storey terraced property; and*
- *a maximum of 3 dwellings in a 5 storey, or more, terraced property.*

Where applicants wish to form parking spaces for the flats, this should not cover more than 50% of the former garden area and a boundary and gate to the rear lane should be reinstated.

Officer's Comments

The proposal would result in disruption to the internal fabric which would affect the original room proportions and layout which is contrary to the policy recommendations.

CDP9 and SG9 Historic Environment

CDP 9 Historic Environment and its supplementary guidance SG9 specifically target the historic environment and alteration to listed buildings. SG9 has specific guidance for the proposed development.

Internal Alterations

In terms of circulation and access, the following guidance applies:

- a) existing access arrangements between basements and upper floors should be preserved or re-established;*
- b) the preservation or reinstatement of circulation spaces including corridors, interior halls and landings and all associated original detailing is encouraged, with any proposed alterations to be submitted in detail for assessment; and*
- c) original doors, including associated hoods and architraves, should be preserved or reinstated, wherever possible. Where doors within an original principal circulation space are proposed to be infilled, the original doors should be retained in-situ as mock doors with original detailing retained to communal areas.*

In terms of the arrangement of rooms, the following guidance applies:

- a) original front and rear rooms, and other principal spaces, should be left intact or reinstated, if previously subdivided. There can be exceptions to this at basement and attic levels, or within original utilitarian spaces such as cupboards and service areas such as plant rooms, where there is little or no significant historical and architectural detailing. Exceptionally, subdivision of rear rooms may be permitted;*
- b) sub-division of rear rooms may be acceptable providing the front and rear rooms were not designed as a suite. A new partition erected in a rear room should incorporate original detailing including skirtings, cornices and all other detailing to match that within*

	<p><i>the existing room. Subdivision of a principle rear room that greatly reduces its scale is unlikely to be acceptable;</i></p> <p><i>c) linkages/openings between principal rooms and spaces may be permitted where the proportion and design of the proposed opening is deemed to be appropriate. The maximum size of the opening is normally considered to be that of a double door;</i></p> <p><i>d) original L-shaped rooms at first floor level in residential properties should be preserved or reinstated; and</i></p> <p><i>e) original decorative ceilings should be preserved or exposed and reinstated.</i></p> <p>Officer's Comments</p> <p>The proposed subdivision of this ground floor flatted dwelling would disrupt the historic floor plan which would have a negative impact on the legibility of the original layout of the site. The internal alterations which are proposed to achieve the subdivision would result in filling in historic doorways, installing a kitchen to a front facing room and subdividing a hallway. All these interventions would impact on the special character and interest of the listed building.</p> <p>In respect to b), no comments/ objections have been received against the development.</p> <p>In respect to c), it has been demonstrated earlier in this report that the proposed development would negatively impact the historic layout of the listed building which will affect its special character and interest.</p> <p>Therefore, it is recommended that the application is refused.</p>
Recommendation	Refuse

Date: 16.10.2025	DM Officer	Constance Damiani
Date: <u>23.10.2025</u>	DM Manager	Mark Thomson

Reasons for Refusal

01. The proposal was not considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's variance with the Development Plan.
02. For the reasons listed below, the proposed development is contrary to Policy 7 Historic Assets and Places from the National Planning Framework 4, Policy CDP1 & SG1 Placemaking Principle Part 2, Policy CDP9 & SG9 Historic Environment from the Glasgow City Development Plan.
03. The absence of information/ details regarding the front to rear access, refuse/ recycling arrangements and access to the amenity space means that the impact of the proposed development on the residential amenity cannot be assessed which is contrary to Policy CDP1 and SG1 Placemaking Principle Part 2 of the Glasgow City Development Plan.
04. The development does not meet the criteria from SG1 Placemaking Principle Part 2, Paragraph 2.55 Part b) to justify the division of the flatted dwelling into two units. The development is not part of a comprehensive refurbishment of the building, no evidence of the property being marketed as a single self-contained flat without successful sale has been submitted and it has not been demonstrated that the repairs for the flat are so great to necessitate the intensification of the use.
05. The proposed subdivision of the flatted dwelling into two flatted units would disrupt the historic floor plan which would be detrimental to the character and special interest of the listed building and is contrary to Policy 7 Historic Assets and Places of NPF4 and Policy CDP9 and SG9 Historic Environment of the Glasgow City Development Plan.

Drawings

The development shall not be implemented in accordance with the drawing(s)

1. 03 SECTIONS AS EXISTING AND PROPOSED Received 2 June 2025
2. 01 PLANS AS EXISTING AND PROPOSED Received 2 June 2025
3. 02 PLAN AS PROPOSED Received 2 June 2025
4. LOCATION PLAN Received 28 July 2025

As qualified by the above reason(s), or as otherwise agreed in writing with the Planning Authority